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MEMORANDUM FOR: Director of Central Intelligence

THROUGH: Deputy Director of Central Intelligence

SUBJECT: The Fifteen-Year Plan

1. In response to your instruction, attached hereto is an outline for a Fifteen-Year Plan for U.S. intelligence. This outline and the supporting illustrative material have been prepared in the Office of Budget, Program Analysis and Manpower with the participation of all CIA components as represented on the ad hoc panel appointed for this purpose.

2. Given the time-frame under which this task was undertaken, there is little further polishing that can be done. It is believed that this submission is responsive to your request for a proposed planning mechanism which would be community-wide in scope and long-ranged in nature. The procedures outlined provide for a logical sequence of data collection and development which, when refined and assembled, should provide an amalgam of U.S. intelligence programs against which progress can be charted, alternatives considered, policy issues illuminated, and managerial decisions formulated.

3. Should the attached be accepted as a first cut at the problem, I recommend that responsibility for refinement, implementation, and coordination be assigned to the D/DCI/NIPE. As you are aware, during the past two years Mr. McCone, with the assistance of a small staff, took several significant steps in furtherance of the DCI's responsibility for coordinating and guiding the total U.S. intelligence effort. Among these were:

- The strengthening of the USIB structure and of other coordination entities;
- Participation, with appropriate Sec Def elements, in a very thorough review of COMINT requirements which should surface some fundamental choices in this field;

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- Representation at the formal Defense Department reviews of the Consolidated Cryptologic Program and the Consolidated Intelligence Program;
- The sponsoring of a series of surveys of representative intelligence activities (e. g. the Nolting and Shute Reports);
- The initiation, with the Defense Intelligence Agency, of an effort to establish compatible categories of intelligence facilities and assets so as to make possible a community-wide index, based on common denominators.

These measures, useful as they have been, represent essentially only first steps toward putting the DCI in a position to discharge his full responsibility for coordination and direction of the community. Successful development of the proposed Fifteen Year Plan will be a major step toward this goal.

(signed) Lyman B. Kirkpatrick

Lyman B. Kirkpatrick  
Executive Director-Comptroller

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28 May 1965

PROPOSED OUTLINE FOR A FIFTEEN YEAR INTELLIGENCE PLAN

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## OUTLINE FOR A FIFTEEN-YEAR PLAN

### PURPOSE:

1. The course of recent history, the actions of four Presidents, and prospective international developments all point inescapably to a continuing key role for intelligence in our Government. It is the purpose of this Plan to outline and project over the next fifteen years the intelligence goals and programs of the Intelligence Community in order to ready ourselves for the tasks ahead. By so doing in the light of new or modified functions, new methods, techniques and associated equipment, and the requirements for personnel and funding, we shall be prepared to discharge the important responsibilities upon which our national well-being and even our survival may depend.

2. When completed the Plan will provide a means of expressing U.S. intelligence goals and programs for the period 1966-1980 and will furnish the Director of Central Intelligence and USIB a basis for reviewing and evaluating:

a. The general direction of the total U.S. intelligence effort for the next fifteen years, within the context of U.S. national security interests during this period; and

b. The specific actions which are proposed by USIB agencies over the next five years to meet expressed goals and the human and material resources required to implement these actions for each of the first five years.

### AUTHORITY:

The authority for developing this plan rests upon the National Security Act of 1947 as amended, appropriate National Security Council Intelligence Directives, and the President's letter to the Director of Central Intelligence of \_\_\_\_\_ 1965.

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## TERMS OF REFERENCE:

The Fifteen-Year Plan would be divided into three five-year periods with the near term (first five years) spelled out by years; the entire Plan would be updated annually. National and international developments and trends in the form of assumptions will be projected over two time periods, 1966-1970 and 1971-1980.

## ORGANIZATION OF PLAN:

### 1. Assumptions

As a first step we look ahead for 15 years to derive a set of gross assumptions regarding likely developments in the world situation which will most significantly affect U.S. security interests and by extension point up the most important intelligence tasks. The initial step would be coordinated by the Board of National Estimates and, expressed as assumptions (Attachment A), will furnish basic guidance to planners in the establishment of goals and programs. The assumption exercise should be completed no later than 15 July 1965.

### 2. Intelligence Objectives

Given an agreed set of gross assumptions, the Plan calls for setting forth a wide and comprehensive range of substantive intelligence objectives which are translatable within categories of the Plan to specific projects and tasks for intelligence organizations. These substantive intelligence objectives should extend from the assumptions and reflect the kind and variety of situations which require coverage in U.S. intelligence programs for the period. Examples of selected intelligence objectives are set forth by way of illustration at Attachment B. It would be expected that all intelligence organizations would contribute to the listing of intelligence objectives and that a careful coordination of all contributions would be made and reported to the DCI and USIB (due 1 September 1965).

### 3. Planning Guides

In addition to the substantive intelligence objectives described in paragraph 2. above which lead directly to specific projects and tasks, there are also a range of intelligence-related needs and issues which require identification for action consideration by the DCI and USIB.

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In most instances these intelligence needs and issues will require careful consideration and coordination within and among the intelligence organizations, and will include such things as R&D, intelligence training, tradecraft, methods, systems, and institutional (organizational and functional) matters likely to have a direct bearing on long-range intelligence requirements. The Planning Guides at Attachment C provide a sample listing of these needs and issues. In order that the DCI and USIB have the full benefit of the thinking of all intelligence organizations on this aspect of the exercise, submission of additional planning guides should coincide, timewise, with the completion of intelligence objectives as outlined in paragraph 2. above.

#### 4. Goals and Programs

a. The Fifteen-Year plan will be the instrument for describing:

(1) major goals and emphasis in intelligence programming over the long term (1966-1980), and

(2) specific programs required to meet intelligence objectives for the next five years (1966-1970) using FY 1966 as the base.

b. The following categories of intelligence functions will be used:

(1) Intelligence Collection

(2) Information Processing (including ADP)

(3) Intelligence Production

(4) Covert Action

(5) Program Planning and Support

Each of these categories will be sub-divided to accommodate the many categories of sub-functions of intelligence (see Appendix A). With respect to the first five-year term, contributors will be required to describe programs (in format to be designed) and specific human and material resource requirements related to these programs.

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#### PROCEDURES:

1. A call for Fifteen-Year goals will be issued to each USIB agency. This call will require the submission of statements by category of intelligence function for each of the three five-year periods (year by year projections are not required in this phase). See Appendix B for examples.
2. Specific programs will be projected for the first five-year period. A call for a five-year projection of programs and of resource requirements for the period 1966-1970 will be issued to each USIB agency. This call will require the submission of statements briefly describing each major program foreseen and the resources required (e.g. people/money, R&D, capital investment, etc.). See Appendix B for examples.

#### RESPONSIBILITIES:

1. During the preparation of the Fifteen-Year Plan and the specifying of programs and resource requirements, the myriad of interrelationships involved will obviously require extensive discussion among a large number of intelligence components throughout the Community. If a particular program is planned to meet specified intelligence needs, it may reduce the need for other programs and/or increase support requirements to satisfy that specific program. Moreover, being done annually, the proposed review will permit assessment of the success of intelligence programs which may make possible certain offsetting activity in other lines. Likewise successes in meeting certain programs and goals may generate additional intelligence programs in any one or all of the categories. Because of this complex situation, it is obvious that goals identified by individual components of the Intelligence Community are always subject to adjustment.
2. The Deputy to the Director for National Intelligence Programs Evaluation will be assigned by the Director of Central Intelligence the responsibility for acting in his behalf in coordinating the Fifteen-Year Plan and in preparing such specific reviews and analyses as are appropriate for reporting to USIB and the DCI.

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Attachment A- Assumptions  
Attachment B- Intelligence Objectives  
Attachment C- Planning Guides  
Appendix A - Organization of Functional Categories  
Appendix B - Formats for Long-Range Goals and Program Forecasts  
Appendix C - Project Schedule for Fifteen-Year Plan

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Attachment B

INTELLIGENCE OBJECTIVES

The statement of Assumptions in Attachment A points the way to certain substantive intelligence objectives which must receive priority intelligence effort. Such objectives, while derived generally from the Assumptions, must also take into account the entire gamut of national security requirements which intelligence must meet. For example, although it is assumed that there will be no all-out nuclear conflict within the next fifteen years, intelligence must continue high priority efforts to detect any indications that such a conflict might occur.

Intelligence Objectives will provide the basis for projecting intelligence goals and programs. Objectives will be responded to directly by many intelligence programs involving collection, analysis and action, and indirectly by programs involving support functions such as communications and training. The interrelationship of objectives and responsive programs is extremely complicated in terms of even a single objective. It is therefore important that Intelligence Objectives deal strictly with substantive considerations and avoid reference to the particular obligations of one or more intelligence techniques, methods, or sources.

The various specialized programs responsive to the Intelligence Objectives should be described in the portions of the Fifteen Year Plan dealing with Long-Range Goals and Program Forecasts.

The Intelligence Objectives which follow are only examples, to be considered as illustrative of the general scope and subject matter involved.

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SAMPLE

Attachment C

PLANNING GUIDES

The following is an attempt to describe briefly the most important existing and probable future problems facing the U.S. intelligence effort. The entries on the list are necessarily general; other considerations and problems essential to an effective long-term intelligence system may have been overlooked. Each contributor to the Fifteen-Year Plan should therefore consider this listing as only general guidance to his development of goals and programs.

\* \* \* \* \*

In the consideration of long-range intelligence goals and in the preparation of programs over the next five-year period, U.S. intelligence agencies should give consideration to the following needs:

I. Management, Program Control and Coordination

1. Definition and allocation of responsibilities among agencies and the coordination of Community assets to achieve U.S. aims.
2. Evaluation of the performance and potential of collection and analysis activities in terms of their costs.
3. A 24-hour manning situation of all primary intelligence collection, processing and analytic elements.
4. Allocation of resources to analytical and collection tasks, both intra- and inter-agency.
5. Organization structures to meet revised responsibilities and requirements.
6. A comprehensive "reserve" capability to meet emergencies and new developments.

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Attachment C

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Attachment C



V. Support

1. Capabilities for rapid and accurate processing, storage, manipulation and retrieval of information of all types and for mechanical translation.
2. Development of adequate, flexible communications capabilities throughout the intelligence system and in agent operations; advanced modes of communication.
3. Emphasis on security programs, devices and research in all respects (personnel, physical, communications, operations, technical); standard Community policies and practices.
4. Specialized intelligence personnel practices; career programs; means of meeting commercial competition.
5. Specialized, comprehensive training capabilities and facilities to meet analytic and operational requirements; the establishment of a National Intelligence College.
6. Specialized medical research programs and facilities and clinical capabilities to support intelligence operations and analysis activities.

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SAMPLE

APPENDIX A

PROPOSED ORGANIZATION OF FUNCTIONAL CATEGORIES  
FOR FIFTEEN-YEAR PLAN

A-1	Intelligence Collection
A-2	Information Processing and ADP
A-3	Intelligence Production
*A-4	Covert Action
A-5	Program Planning and Support

\*It is assumed that only the Central Intelligence Agency could make a meaningful contribution under this section and that programs would not be subject to USIB review.

Appendix A

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SAMPLE

A-2

INFORMATION PROCESSING AND ADP

- I. SYSTEMS DEVELOPMENT AND MANAGEMENT
- II. SERVICES FOR INTELLIGENCE PRODUCTION
- III. SERVICES FOR SIGINT PRODUCTION
- IV. SERVICES FOR PHOTO INTERPRETATION
- V. SERVICES FOR ESPIONAGE AND COUNTERINTELLIGENCE
- VI. SERVICES FOR COLLECTION GUIDANCE
- VII. SERVICES FOR SUPPORT ACTIVITIES (e.g. Budget, Finance, Personnel, Security, etc.)

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SAMPLE

A-3

INTELLIGENCE PRODUCTION

- I. COMMUNIST WORLD (USSR, Communist China, European Satellites, Asia Satellites, Cuba)
  - A. Political
  - B. Economic
  - C. Military
  - D. Scientific and Technical
- II. WESTERN EUROPE
  - A. Political
  - B. Economic
  - C. Military
  - D. Scientific and Technical
- III. AFRICA
  - A. Political
  - B. Economic
  - C. Military
  - D. Scientific and Technical
- IV. NEAR EAST
  - A. Political
  - B. Economic
  - C. Military
  - D. Scientific and Technical

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A-3

V. FAR EAST

- A. Political
- B. Economic
- C. Military
- D. Scientific and Technical

VI. LATIN AMERICA

- A. Political
- B. Economic
- C. Military
- D. Scientific and Technical

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SAMPLE

A-5

PROGRAM PLANNING AND SUPPORT

I. PERSONNEL

- A. Executive Direction and Control
- B. Personnel Administration and Management
- C. Recruitment and Out-Placement
- D. Employee Services

II. TRAINING

- A. Executive Direction and Control
- B. Departmental Training
- C. U.S. Field Training

III. LOGISTICS

- A. Materiel and Transportation
- B. Facilities
- C. Procurement
- D. Printing
- E. General Services
- F. Industrial Security
- G. Management and Staff

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A-5

IV. COMMUNICATIONS

- A. Research and Development
- B. Special Programs Activity
- C. Communications Support

V. MEDICAL

VI. FINANCE

- A. Executive Direction and Control
- B. Accounts
- C. Audit
- D. Disbursement

VII. SECURITY

- A. Executive Direction
- B. Automatic Data Processing (See Collection III c.)
- C. Counterintelligence (See Collection III A-1 and III c.)
- D. Personnel Security
- E. Polygraph
- F. Physical Security
- G. Technical Security
- H. Investigations and Operational Support
- I. Industrial Security
- J. Special Security

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SAMPLE

APPENDIX B

PROPOSED FORMATS FOR LONG-RANGE GOALS  
AND  
PROGRAM FORECASTS

- B-1 and B-1a: Examples of Long-Range Goals and Program Forecasts  
under Functional Category V, Information Processing/  
ADP:
- B-1 : Long-Range Goals 1966-1970
- B-1a : Program Forecast for FY 1966
- B-2 and B-2a: Examples of Long-Range Goals and Program Forecasts  
under Functional Category IV, Covert Action:
- B-2: Long-Range Goals 1966-1970
- B-2a: Program Forecast for FY 1966
- B-3, B-3a  
and B-3b: Examples of Long-Range Goals and Program Forecasts  
under Functional Category I, Intelligence Collection:
- B-3: Long-Range Goals 1966-1970
- B-3a: Program Forecast for FY 1966
- B-3b: Program Forecast for FY 1967
- B-4 and B-4a: Examples of Long-Range Goals and Program Forecasts  
under Functional Category III, Intelligence Production:
- B-4: Long-Range Goals 1966-1970
- B-4a: Program Forecast for FY 1966

Appendix B

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SAMPLE

Appendix B-4

PROGRAM GOALS: 1966-1970

CATEGORY: INTELLIGENCE PRODUCTION

<u>Sub-Category</u>	<u>Goals</u>	<u>Sponsor</u>
I. Communist World- Communist China	To expand research in depth on the develop- ing policies and programs of Communist China, in order to provide the President and the National Security Council the best possible current evaluations of Chinese actions and the best possible estimates of Chinese intentions.	CIA/DDI/RS
A. Political		

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SAMPLE

Appendix B-4a

PROGRAM/RESOURCES FORECAST: 1966

CATEGORY: INTELLIGENCE PRODUCTION

<u>Sub-Category</u>	<u>Program</u>	<u>Requirements</u>				
		<u>Total Money</u>	<u>Personnel</u>	<u>Hardware</u>	<u>Capital Investment</u>	<u>R&amp;D</u> <u>Sponsor</u>
I. Communist World- Communist China						
A. Political	To expand research in depth on the developing domestic and foreign policies and programs of Communist China in order to provide the President and the National Security Council the best possible current evaluations of Chinese actions and the best possible estimates of Chinese intentions.			25X1A		CIA/DDI/RS

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Appendix C

PROJECT SCHEDULE FOR THE FIFTEEN-YEAR PLAN

<u>Subject</u>	<u>Completion Date</u>	<u>Action</u>
1. Assumptions	1 September 1965	Agency submission (NIPE coordinator)
2. Intelligence Objectives	1 September 1965	Agency submission (NIPE coordinator)
3. Planning Needs	1 November 1965	Agency submission (NIPE coordinator)
4. Forecast of Long-Range Goals	1 January 1966	Agency submission (NIPE coordinator)
5. Forecast of Programs/ Resources (For Fiscal Year 1966-1970)	1 July 1966	Agency submission (NIPE coordinator)

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Remarks: The ad hoc panel was composed of:

John Clarke, D/BPAM (Project officer)  
 Sherman Kent, AD/ONE  
 Albert Wheelon, DD/S&T  
 Paul Borel, ADD/I

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